City of Alexandria, Virginia

MEMORANDUM

DATE:

APRIL 6, 2015

TO:

THE HONORABLE MAYOR AND MEMBERS OF CITY COUNCIL

THROUGH: MARK B. JINKS, ACTING CITY MANAGER M

FROM:

MORGAN ROUTT, ASSISTANT DIRECTOR, OFFICE OF MANAGEMENT AND

BUDGET

SUBJECT:

BUDGET MEMO 16: RESPONSE TO COUNCIL QUESTIONS

The Office of Management & Budget issues a Budget Memo to answer questions posed by members of City Council that can be addressed in a question and answer format. Below are answers to some of the questions posed thus far, related to the April 7, 2015 "Healthy and Thriving Residents" Focus Area Work Session.

EARLY CHILDHOOD PROGRAM AREA (J. Wilson)

Ouestion: Can you please provide a detailing of the number of children served across the Early Childhood Program Area, the cost breakdown of each service area, and estimates of the current waiting lists for service in each area (quantity and duration)? Do we have performance measures available beyond simply passage of the PALS (Phonological Awareness and Literacy Screening)?

Answer:

The Early Childhood Program is allocated \$7.7 million in the City's FY 2016 Proposed Budget. Of this, \$2.2 million is budgeted for personnel costs. The 22.5 FTEs in the Early Childhood Program provide a range of services, such as enrolling children in child care services, regulating child care homes, and training and supporting early childhood providers.

Of the \$5.5 million budgeted for non-personnel in this program, \$4.8 million is allocated for the purchase of child care services. In addition, the Early Childhood Program receives a State Budget Allocation of \$3.2 million for child care assistance (TANF, Transitional Child Care and the Fee System). This funding is managed at the State level while services are managed locally and so are not reflected in the City budget. This means that the total available for child care assistance/purchased services is nearly \$8 million for FY 2016.

Services in FY 2016 City Proposed Budget Service Area		neral Fund	Grant and Other Revenue		Total FY 2016 Proposed Budget		VDSS Allocation- Outside Financial Custody of Alexandria		Total Program Funding	
Head Start	\$	243,193	\$	2,225,220	\$	2,468,413	N/A	\$	2,468,413	
Before & After School 1	\$	1,741,835	\$	-	\$	1,741,835	N/A	\$	1,741,835	
Child Care Fee System ²	\$	331,350	\$		\$	331,350	\$ 2,218,140	\$	2,549,490	
TANF and Transitional Child Care	\$	-	\$		\$	•	\$ 934,226	\$	934,226	
Scholarships for 4-year olds	\$	253,008			\$	253,008	N/A	\$	253,008	
Totals	\$	2,569,386	\$	2,225,220	\$	4,794,606	\$ 3,152,366	\$	7,946,972	

Before & After School: Represents agreement with The Campagna Center and includes \$9,250 for monitoring and scholarship awards.

Alexandria Head Start

FY 16 budget: \$2,468,413

Number of Children served FY 14: 309 Number of Children on Waiting List: 117

The Alexandria Head Start (AHS) program is funded for 309 children and maintains a waiting list of three- and four-year-olds. The number of children which the program can serve is determined by the funding level provided by the U.S. Department of Health & Human Services Head Start Office.

An individual family's position on the waiting list is determined by a point system based on factors such as percent of poverty level and violence in the home, not by the date of application. Four-year olds receive priority. Families with fewer factors as compared to others on the list may wait as long as two years, while those with greater need are placed in a classroom much sooner, as space becomes available. Families are also referred to other programs for which they might be eligible. The registration process for 2015-16 begins in March, and three-year olds on the waiting list who turn four by the end of September will be given priority. The eligibility limit for AHS is 100 percent of the federal poverty level (FPL).

Before and After School Care

FY16 Budget: \$1,741,835

Number of Children served FY 14: 870 Number of Children on Waiting List: 9

The Campagna Kids program has nine children on their waiting list, across several sites. The operational practice is to monitor the number of children on the waiting list and, when demand at any one site reaches a level that warrants hiring another staff person, The Campagna Center takes steps to do so. Parents are offered slots away from their City-assigned schools when space becomes available and at their assigned schools when those spaces become available. Parents are also referred to other programs in the City that offer afterschool care. The length of waiting time varies widely depending on the site, parents' needs, and other resources available in the community.

Headstart Wraparound of \$168,886 are included in Child Care Fee System funding as these federal funds are allocated to enhance this program.

Local Fee System

FY16 Budget: \$331,350

Number of Children served FY 14: 35

Number of Children on Waiting List: Shares a waiting list with the Child Day Care

Fee System

The program is 100% funded by the General Fund. The number of children funded through the local fee system program stood at 35 at the end of FY 2014. Currently, the program funds 28 children. There is \$331,350 in the proposed FY 2016 budget for this program which will serve an average of approximately 40 children per month.

Child Day Care Fee System

FY16 State Budget: \$2,218,140

Number of Children served FY 14: 375

Number of Children on Waiting List: 180 - Shares a waiting list with the Local Fee

System

The Child Day Care Fee System (State Fee System) is funded by federal and State dollars and currently has a waiting list of 120 families and 180 children. The average wait time is 3.5 months.

Temporary Assistance for Needy Families (TANF) and Transitional Child Care

FY16 Budget: \$934,226

Number of Children served FY 14: 165 Number of Children on Waiting List: 0

Temporary Assistance for Needy Families (TANF) and Transitional Child Care is made up of Federal and State funds. This group of programs is funded through federal and State dollars and have no waiting lists because they are mandated programs. Funds are made available by the State as needed.

Scholarships for 4-year olds

FY16 Budget: \$253,000

Number of Children served FY 14: 39 Number of Children on Waiting List: None

The Scholarships for four-year olds is 100% funded by the General Fund and pays the child care costs of 40 children, all of whom are enrolled in community-based Virginia Preschool Initiative (VPI) classrooms. As these services are sourced by the General Fund, the same funds qualify as the local match requirement for VPI.

Direct Services Provided by DCHS Clinical Staff			G	rant and	To	tal FY 2016
		neral Fund	Other Revenue		Proposed Budget	
Parent Infant Education (PIE)	\$	459,165	\$	689,170	\$	1,148,335
Mental Health and Intellectual Disability Services						
for Children	\$	187,120	\$	40,350	\$	227,470
Totals	\$	646,285	\$	729,520	\$	1,375,805

Intellectual Disability and Mental Health Services

FY16 Budget: \$1,375,805

Children Served /Services Provided FY 14:2,080 Number of Children on Waiting List: None

The Parent-Infant Child Education (PIE) program provides screening and early intervention services for children 0-3 who have developmental delays. Services were provided to total 775 children in FY2014. This includes children screened and found not eligible. Mental Health Prevention provides evidence-based prevention services to preschool children ages 4-6 that are designed to increase social skills and reduce aggressive behavior. The program also provides early intervention services to preschoolers who need additional assessment and support and consultation to parents, teachers and administrators. In FY2014, there were 549 children served, 675 observations/consultations, and 67 parent consultations. Early intervention services were provided to 14 children. Per State law, there is no wait-list for these services.

Virginia Preschool Initiative

The Virginia Preschool Initiative in Alexandria is appropriated and managed by the Alexandria City Public Schools (ACPS) and funded in the ACPS budget. In the current academic year, 414 children were placed in quality early childhood classrooms: 188 in school-based programs and 226 in community-based child care centers. In 2015, the number of slots allocated to Alexandria increased from 389 to 523 slots; but the notification was too late in the process to identify both local match dollars and space.

For each VPI slot, \$7,000 in local dollars is needed with \$3,000 for the local match requirement and another \$4,000 for the additional cost of operating a preschool classroom in Northern Virginia.

Performance Measures

The following tools are currently being used throughout multiple early childhood programs to gather data on the progress of children and families in programs funded by local, State and federal dollars in the City:

- COR (Child Observation Record) data on children's development across all six domains by all community-based VPI programs
- Head Start Teaching Strategies Gold Assessment (measures multiple domains of development; similar to COR)
- Family Support Project Preschool Kindergarten Behavioral Scale measuring social skills in all community-based VPI programs.
- Family Functioning Questionnaire (VPI community-based programs)
- Parent Surveys (ACPS, Head Start, PIE,)

Other programs use the Peabody Picture Vocabulary Test and the Expressive Vocabulary Test.

CSA FUNDING (J. Wilson)

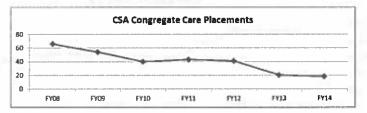
Question: Significant savings were realized in the CSA funding by placing children in non-residential treatment settings. Can you please provide additional details in these changes and what treatment considerations were made?

Answer: This memorandum is provided to City Council in response to a question from Councilman Justin Wilson asking for additional details regarding the significant savings realized in the Comprehensive Services Act (CSA) funding by placing children in non-residential treatment settings.

The FY 2015 Adopted Budget for CSA services is \$8,673,231 and the FY 2016 Proposed Budget is \$7,811,231.

A summary of CSA expenditures, savings, and collaborative service planning is provided below.

Alexandria's system of care for children has undergone a transformation resulting in a significant reduction in the use of congregate care placements (i.e., residential and group home placements). In FY 2008, there were 66 children placed in such facilities. In FY 2014, there were 18 children placed in these facilities (a 73% reduction). The average cost per child for a residential placement in FY 2014 was \$78,535, whereas a community-based placement could range from \$13,000 to \$20,000. Congregate treatment may necessitate placement outside of Alexandria. Therefore, treating a child in a community-based or home-setting retains the CSA funding in the City with Alexandria providers. Children in foster care who are placed in Treatment Foster Homes are, in general, placed in foster homes outside of Alexandria through agencies offering foster home services.



Research shows that 75% of children institutionalized for mental health problems end up in institutions in adulthood, i.e. psychiatric centers or jails. Providing prevention, early intervention and treatment services that keep children connected with their families and the community supports a successful future.

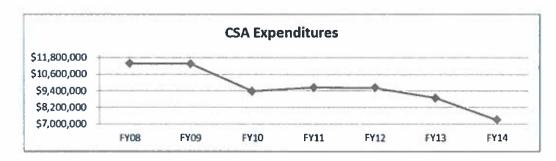
The impetus for the changes in the system comes from both the State and local level. The Statewide Transformation Council on Reform of Children's Services in 2008 affirmed the values that all children deserve safe, nurturing, permanent homes with permanent family connections. These values reflected the national movement that was

shifting from placing children in congregate settings to creating and utilizing community-based services that were not previously available. This reform effort coincided with fiscal incentives, i.e. match rate changes for CSA, shifting more of the cost for congregate care placements to localities while increasing the State share for community-based services.

The Alexandria Community Policy Management Team (ACPMT) in response to these State wide changes approved four strategic goals in 2008 which they have yearly reaffirmed: (1) Bring all Alexandria children home to the community; (2) Prevent our children from leaving the community; (3) Strengthen existing and develop new community resources; and, (4) Maintain services within our budgeted allocation. The ACPMT reviews every child in congregate care settings (i.e., residential, group home, Sheltercare, Psychiatric Hospital) as part of their utilization review/utilization management policy. The ACPMT reviews offer continuous assessments and recommendations that support reunification and community-based care. Home based services are services within the continuum of community based care. Community-based describes services offered in the community for family and youth who remain in their own homes. The services may be provided in the home (i.e., home-based), or the services might be provided in a therapists office, a medical center, in a recreation center, or in any environment within a community.

The outcome of these efforts is increasing permanent connections to family and to the community for children who were once routinely sent out of the City, only to return without the necessary skills to be successful at home and in school.

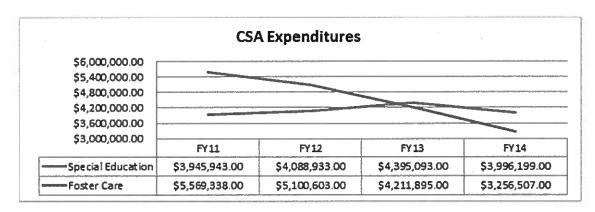
Alexandria reduced its annual CSA expenditures by over \$4.0 million in six years (FY 2008 to FY 2014). In FY 2008 CSA expenditures were \$11.5 million. In FY 2014 total CSA expenditures were \$7.3 million (37% reduction).



Once a child is taken into foster care, they require CSA services. Child Welfare staff worked to divert children from foster care through a variety of family strengthening initiatives while carefully ensuring safety. Child Welfare staff worked collaboratively with the Child Behavioral Health staff extensively on bringing youth back from residential care and finding creative ways to keep youth in the community. The result was a steady decline of children in foster care from 194 children in care at the end of FY 2008 to 89 children by the end of FY 2014 (46% reduction). This effort resulted in

a significant decrease in Foster Care expenditures from FY 2011 to FY 2014, a \$2,312,443 reduction.

The special education portion of the CSA budget is managed by ACPS but budgeted in the City budget in DCHS. ACPS staff reduced the number of children in Private Day placements between FY 2013 and FY 2014. At the end of FY 2014 there were no Individualized Education Plan (IEP) Residential placements – which are the highest cost and most restrictive services for children requiring Special Education services. These are remarkable achievements and speak to diligence and hard work of the ACPS team. ACPS staff has accessed targeted funding options made available through the Commonwealth which supports the least restrictive settings for these children. From FY 2013 to FY 2014, IEP expenditures decreased by \$955,388.



Child Behavioral Health has successfully applied for ongoing grants to expand resources resulting in a System of Care Team (now integrated with the City's Home-Based Team as the Community Wraparound Team), a Juvenile Justice Team at Northern Virginia Juvenile Detention Center, and an Intensive Care Coordinator. Child Behavioral Health was also awarded a three year System of Care Expansion grant to strengthen parents through coaching and developing youth voice. This grant has been appropriated in FY 2015 and is included in the FY 2016 Proposed Budget. Child Behavioral Health developed a number of new strategies including collaborative assessments, collaborative high level recommendations of services and provision of evidence based services to children and families, including: High Risk Review Team, Intensive Care Coordination, and High Fidelity Wraparound. All of these resources create a true system of support that addresses the needs of children and families and results in positive outcomes in the areas of safety and well-being.